IMPROVING GRADES

A DEPARTMENT OF EDUCATION REPORT CARD

Northwest Territories Education

IMPROVING GRADES

A REPORT CARD FOR THE DEPARTMENT OF EDUCATION

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MESSAGE FROM THE MINISTER OF EDUCATION

The success of our children in the Northwest Territories school system is evaluated and documented in a report card. The report goes from school to home to tell parents how well their children are doing.

A few years ago, as we all recall, the tables were turned. The parents sent a report card to the Department of Education. They did it through their heartfelt and insightful presentations to a committee set up by this government, the Special Committee on Education.

Parents told us how well the schools were doing. In the eyes of most people who spoke to the Special Committee on Education, we were not doing very well, certainly not as well as those parents wanted us to do, nor as well as we, as a Department, were striving to do. We were failing miserably in attendance, and the number of students graduating, to name just two very basic areas.

In the spirit of so many report cards read over so many kitchen tables over the years, we were told that we had good potential, but that we had to work much harder, and with special effort in certain areas. That was in 1982, when the Special Committee released its report.

Five years later, I feel we can say, as a Department, that we are now passing with good grades. There is still much to be done, but we have greatly improved. We have already accomplished much of what we were told we should be setting out to do. The list of subjects in this report is like the list of the recommendations of the Special Committee on Education. Enrolment is up. Attendance is up. Local control of education is increasing through new Divisional Boards of Education. Centres for Teaching and Learning are preparing bilingual teachers, and native language teaching materials. Most children with special needs are now taught in their own communities. More and more of us are able to keep our children at home longer, with the addition of high school grades in

a growing number of communities. And slowly but surely, more of our students are graduating. More are going to university, and some are taking trades or diploma courses at our own Arctic College.

This is not a final report card. Our work is not done. Compared to other parts of the country, our education statistics show that we still have a long way to go. But as a progress report, our report card is one to be proud of, one that shows great promise. That promise lies in what is perhaps our greatest single accomplishment over the past five years: we have built links of communication and responsibility between the Department, the schools and the parents.

No longer does the public have the right to say it has no confidence in the education system. No longer do parents have the right to say they do not feel the school is their school. It is as much theirs as they choose to make it. Through Divisional Boards of Education, they can have as much control as they choose to take on. From now on, when parents evaluate how well the school system is doing, they will, in large part, be preparing their own report card, evaluating how well they themselves are doing in running their own schools.

And so it is with great pride that I present this report. It details the progressive accomplishments of the Department of Education in recent years. Based upon these accomplishments, I am optimistic for the future of education at all levels in the Northwest Territories.

Dennis Patterson

Dennis G. Patterson
Minister

INTRODUCTION

The Legislative Assembly of the Northwest Territories' Special Committee on Education was set up in the spring of 1980. The following excerpts from the Legislative Assembly at that time indicate the level of concern that led to the creation of the Special Committee.

> "I believe...that we do have a serious problem with education in the fact that many of the people or children who are supposed to be acquiring education would rather...drop out of schools."---Tagak Curley, MLA, Aivilik

> "The problems are undoubtedly well-known...but the most alarming one...is the lack of confidence by the public in the system. Not only are the young children...dropping out of school...but parents do not feel that the school is their school."---Dennis Patterson, MLA, Iqaluit

> "...to suggest in the system...that our history began when Alexander Mackenzie took his canoe down this big river...nowhere have you introduced the history of the Dene, the history of the Inuit and made it mandatory that children learn their own history...So, I really think the system of education has to change."---Richard Nerysoo, MLA, Mackenzie Delta

That was the political mood in 1980 that set in motion the Special Committee on Education. It soon became clear that the public mood was not much different. At least 1,500 witnesses spoke at 43 public hearings in 34 different communities. The Department of Education was told to let go of some of its control over Education, to allow for more local control over the schools.

People asked for a say in what is taught in the schools, who teaches it, and in what language. They asked for higher Grades in communities, so that young teenagers would not have to leave home to finish school. They asked for special instruction for handicapped children in their communities. They asked for courses for all ages more relevant to life in the North, and more likely to lead to jobs.

These concerns of the people were reflected in the 52 recommendations made by the Special Committee on Education in its 1982 report, Learning: Tradition and Change. The report was a call for change.

For the past five years, the Department of Education has devoted its best efforts to answering that call. In large part, the changes can be measured in improvements. The purpose of this report is to outline those improvements - the positive achievements of the Department of Education in recent years.

In large part, the areas of accomplishment correspond to major areas of concern outlined by the citizens of the Northwest Territories during the Special Committee hearings. In this way the improvements to date are a credit to the caring guidance provided by the people of the Northwest Territories. For this reason, this report is addressed to you.

STUDENT ATTENDANCE

This year there are 12,330 students enroled in schools throughout the Northwest Territories. Getting students enroled is one thing. Getting them to attend school on a regular basis is another. Years of poor attendance statistics prove this point all too well. But now the Department of Education has what it hopes is a winning combination to improve those statistics: a stronger law, school attendance counsellors, and most importantly new determination on the part of parents and Local Education Authorities.

Over the past five years, attendance has gradually been improving. Last year, the overall attendance at N.W.T. schools was just over 82 percent. That's five percent higher than it was five years ago. At that time, three schools had less than fifty percent attendance, and nineteen other schools had less than seventy percent attendance. Compare those figures with these: last year, no school had less than fifty percent attendance. In fact, only eight schools had average attendance less than seventy percent, and, as of December, no schools were below seventy percent.

Fort Liard in the west, and Repulse Bay in the east show the most dramatic individual improvement. Five years ago, Fort Liard had 33 percent attendance. Last year it was 75 percent - a remarkable 42 percent improvement, and as of December, 1986, it was 85 percent. Five years ago, Repulse Bay had 47 percent attendance. Last year it was 65 percent - an impressive 18 percent improvement, and as of December, it was 71 percent.

Percent Attendance by Region
1981/82 to 1985/86

	1981/82 %	1982/83 %	1983/84 %	1984/85 %	1985/86 %
Baffin Region	72	77	77	77	79
Fort Smith Region	78	81	82	82	85
Inuvik Region	80	79	80	80	79
Keewatin Region	66	70	71	72	76
Kitikmeot Region	64	68	68	70	71
School District #1	87	93	93	93	94
School District #2	91	89	93	91	92
School District #4	93	91	93	92	93
N.W.T. Average	79	81	82	82	84

Note: Percent attendance are as of school year end.

Information Systems. Oct./86

The improvement in attendance is due largely to a growing acceptance among parents of the need for their children to have an education. The Local Education Authorities have asked for a way to make sure school-aged children go to school. As a result the Education Act was changed last September to provide for the enforcement of school attendance.

Under N.W.T. law, schooling has always been compulsory for children age six to fifteen, unless they were living out of town, in the bush, or on the land with their families. Education was compulsory, but in reality, attendance was not. The Education Act was amended to change that.

The change to the Act puts the responsibility for school attendance on the Local Education Authority, the school principal, the parents and the child. But the law only applies in communities that choose to be covered by it. So far, 28 out of 60 school districts have requested that compulsory school attendance apply in their area.

Improving attendance is a cooperative effort. The idea is not to punish parents, but to encourage students. To help do that, communities may ask for specially-trained school attendance counsellors. The counsellor's job is to give information to the parents, students and the general public, on the importance of schooling.

All districts which have requested compulsory school attendance have also asked for a school community counsellor. To begin with, the 14 with the greatest need will have them. These are the ones, from those who applied, with on the whole the poorest attendance records, or with an identified large group of poor attenders: Tuktoyaktuk, Coppermine, Holman, Repulse Bay, Rae-Edzo, Fort Franklin, Fort Good Hope, Whale Cove, Eskimo Point, Fort Liard, Rankin Inlet, Fort Providence, Aklavik, and Yellowknife District #2.

For now, the school community counsellors are trainees. Six weeks of classroom training has just begun in Fort Smith this February. This will be followed by nine to fifteen weeks of training in the field.

Five out of six school districts in the Kitikmeot Region asked for the compulsory attendance law to apply to their communities. Two of them asked for, and got, school counsellor trainee positions. Already, there is a significant improvement in attendance in the region over last year. Last year the Kitikmeot had the poorest average attendance of any region in the N.W.T. It was 70 percent. So far this year, it stands at 80 percent, an improvement of ten percent for the region. And one community, Spence Bay, is averaging close to 90 percent attendance.

With a new law, new counsellors, and new commitment by parents and LEAs, attendance will continue to improve all over the N.W.T. Such improvement is the first step towards the real goal, seeing that all children do well in school.

LOCAL CONTROL OF EDUCATION

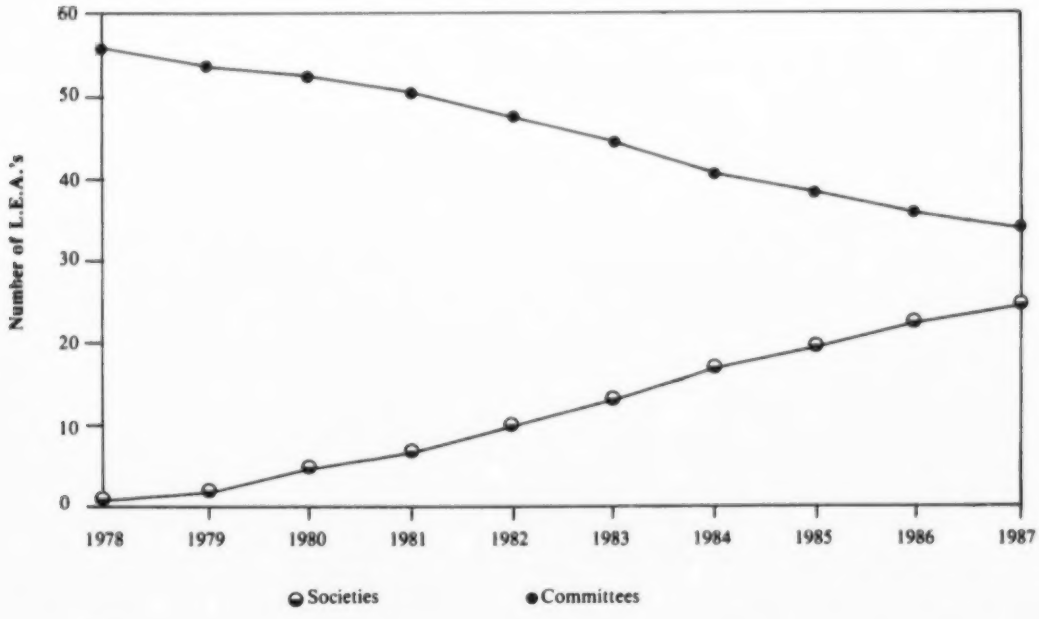
There is perhaps no other area where the improvements made over the past ten years have been more dramatic or more far-reaching. Ten years ago there simply was no local control of education, outside of the City of Yellowknife. Today, 60 communities have publicly-elected groups that oversee, and to varying degrees, authorize what goes on in the schools. They do this through Education Committees, Societies, Divisional Boards of Education, and Boards of Education.

It started in '977 with the Education Act. It created what we have come to know as "the LEA"...the Local Education Authority. This is the elected group that serves as the community's doorway to the Department of Education, and the school.

At first it was a fairly narrow doorway. The LEAs in most communities were simple education committees. Committees have limited powers. Mostly, they can just give advice to the Superintendent of Education in the region on hiring, programs, and so on. No one is bound to take that advice.

But that has steadily changed. Eskimo Point was the first community to take a greater authority back in 1978. Since then, a total of 24 communities have chosen to graduate from their education "committees". They have gone on to form education "societies". This year, Fort Simpson and Holman will be added to the list.

Local Education Authorities



Note:
' Two Education Societies are proposed for establishment in 1987.

Societies have more power than committees in two key areas. Although they cannot actually do the hiring or firing of teachers, they are involved in recruiting. They make recommendations on the hiring of school staff, and these are generally followed. Also, societies have power over some money. They can decide how to spend the money they are given to deliver programs.

But there is another form of LEA, with still more power...the divisional board. The Divisional Board of Education was perhaps the key recommendation in the 1982 report of the Special Committee on Education, Learning: Tradition and Change. The idea is this: Several communities (school districts) in a region (school division) come together to pool their resources so that they can afford to hire specialized people, and prepare specialized classroom materials for their schools. These can be tailor-made to the specific needs of their students, and the specific characteristics of their region (i.e., language, geography, wildlife, etc.).

Designated Education Committees and Societies by Superintendency and Education Division

Superintendency/Division		1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Baffin - 15 Districts	Societies	-	-	2	2	5	6	6	6[1]	6	6
	Committees	15	15	13	13	10	9	9	9	9	9
Inuvik - 11 Districts	Societies	-	-	-	-	-	1	1	1	1	1
	Committees	11	11	11	11	11	10	10	10	10	10
Kitikmeot - 6 Districts	Societies	-	-	-	1	1	1	2	3	4	5[3]
	Committees	6	6	6	5	5	5	4	3	2	1
Keewatin - 7 Districts	Societies	1	1	2	3	3	3	5	5	5	5
	Committees	6	6	5	4	4	4	2	2	2	2
Fort Smith - 18 Districts	Societies	-	1	1	1	1	2	3	4	6	7 [3,4]
	Committees	18	17	17	17	17	16	15	14	12	11
Yellowknife - 1 District	Societies	-	-	-	-	-	1	1	1	1	1[5]
	Committees	1	1	1	1	1	-	-	-	-	-

[1] On April 1, 1985 the 15 Education Districts of the Baffin Superintendency were established, under the Education Act, as the Baffin Education Division with a Divisional Board of Education as the governing authority. The District Education Committees and Societies were retained and re-named as Education Councils as required by the Education Act.

[2] & [3] It is proposed that the Education Committees for Holman and Fort Simpson be designated as Education Societies in 1987/88.

[4] It is proposed that five of the Education Districts in the Fort Smith Superintendency be established as the Dogrib Education Division with a Divisional Board of Education as the governing authority. The District Education Committees will be retained as Education Councils and the Rae-Edzo School Society will be dissolved.

[5] It is proposed that the Education Society for Yellowknife Education District No. 4 be dissolved and that a Board of Secondary Education be established, under a proposed amendment to the Education Act, as the governing authority for the Sir John Franklin High School. Education District No. 4 will be dissolved.

Department of Education
23 January, 1987

The government still owns the schools, and decides on the core subjects that have to be taught. But the divisional board is in charge of almost everything else, from the language of instruction, to the budget. Teachers in the division are still government employees, but the divisional board chooses those teachers, and decides which community they should work in.

A divisional board is made up of one representative from each LEA in the division. These LEAs are no longer called committees or societies, but education councils. Basically, each council is in charge of its own community school. The divisional board is in charge of the things the councils share in common with each other.

More and more, N.W.T. communities appear to want to take on a much greater responsibility for education, the responsibility possible through a divisional board. In 1985, just two years after the Special Committee Report, the first Divisional Board of Education was established for Baffin Island communities. Dogrib communities will form a divisional board on the first of April, this year. Deh Cho, Kitikmeot, and Keewatin communities are hoping to form divisional boards next year, and others seem sure to follow.

The divisional board is as close as the communities can get to having all the powers of a Board of Education, such as the two that have existed in Yellowknife for years. The biggest difference between a Board of Education and a Divisional Board of Education is this: the Yellowknife Boards must raise a quarter of their budget from taxes collected from City landowners while most other communities have few landowners to pay taxes. Without a tax base, most communities continue to rely entirely on the government to decide how much money they'll have to spend.

In spite of limited tax bases, local control over education has continued to increase. It is an indication of the Department's willingness to let go, and of the public's willingness to take over. It is an expression of the Department's increasing confidence in the commitment of parents. It is an assertion of parents' longstanding belief that they know best what is good for their children.

In recent years parents in Yellowknife, and parents in regions have requested control of Sir John Franklin Territorial High School. The Department drafted new legislation which is now before the Legislative Assembly. If passed the new law will provide another means for local control in the N.W.T., a Board of Secondary Education, where a high school serves local students as well as students from other regions.

Ever-increasing local control of education in fact, has been, and will be, the key to the success of many of the other goals the Department of Education has set for itself.

EXTENSION OF GRADES

> "We don't want our kids to leave home so young. We want our children to stay home for high school. Our kids get too lonely when they have to go stay in the hostels, and then they just drop out and come back home."

This is the message the Special Committee on Education heard over and over again during its 1981 hearings throughout the Northwest Territories. People were asking for more grades to be taught in their own communities. The Department of Education has responded. Five more communities now have Grade Ten, and two more now have Grade Eleven.

INITIAL ENROLLMENT IN GRADES 10, 11, 12
1982/83 TO 1986/87

	1982/83			Total	1983/84			Total	1984/85			Total	1985/86			Total	1986/87			Total
	10	11	12		10	11	12		10	11	12		10	11	12		10	11	12	
PANGNIRTUNG - Attagoyuk	14			14	18			18	24			24	23			23	20	20		40
IGLOOLIK - Attagutaluk													20			20	20			20
HAY RIVER - Diamond Jenness	40	52	28	120	35	35	47	117	39	32	31	102	53	36	38	127	35	50	34	119
IQALUIT - G.R.E.C.	83	47	16	146	110	42	35	187	74	44	23	141	74	42	32	148	69	40	32	141
BAKER LAKE - Illisijaqturvik	16			16		11		11												
RANKIN INLET - K.R.E.C.													40			40	32	26		58
COPPERMINE - Kugluktuk													13			13				
PINE POINT - Matonabbee	15	17	19	51	24	11	17	52	24	27	10	61	24	21	26	71	30	16	20	66
AKLAVIK - Moose Kerr	7			7	5			5	6			6	5			5				
FORT SMITH - P.W. Kaeser	53	39	28	120	51	29	33	113	32	33	24	89	28	24	28	80	38	25	23	86
CAPE DORSET - Pitseolak													16			16	10			10
CLYDE RIVER - Quluaq																	14			14
INUVIK - Samuel Hearne	78	73	48	199	85	58	42	185	71	60	40	171	78	49	41	168	67	59	38	164
YELLOWKNIFE - Sir John Franklin	203	140	106	449	163	163	139	465	137	142	156	435	201	145	164	510	207	204	171	582
YELLOWKNIFE - St. Patrick	28	15	15	58	29	24	18	71	40	26	13	79	36	32	23	91	34	36	28	98
POND INLET - Takijualuk													14			14	14			14
FORT SIMPSON - Thomas Simpson									8			8	7			7	13			13
TOTAL	537	383	260	1180	531	362	331	1224	455	364	297	1016	632	349	352	1333	603	476	346	1425

Iqaluit, Fort Smith, Hay River, Pine Point, Yellowknife and Inuvik are still the most advantaged. These places have high schools that offer all the grades up to Grade Twelve. Three other places, Fort Simpson, Aklavik, and Pangnirtung, have had up to Grade Ten (in some cases on and off) for the past eight years.

Last year, Grade Ten was added in Pond Inlet, Igloolik, Cape Dorset, Coppermine, and Rankin Inlet. This year Clyde River got Grade Ten, Rankin Inlet got Grade Eleven and so did Pangnirtung. Next year, four other communities may also be getting Grade Ten, and two may be getting Grade Twelve.

The Department feels this is a significant start in meeting the requests of parents and students alike, and in providing equal access to education in all regions of the Northwest Territories. The next couple of years will be an important test to see whether having those extra grades at home cuts down on the number of young dropouts.

HIGH SCHOOL ENROLMENT AND GRADUATION

If the final test of a school system is whether or not students graduate from it, then the N.W.T. Department of Education cannot claim to have done very well over the years.

On average, only about five percent of the total number of students who enroi in primary school end up graduating from Grade Twelve. However, even here there have been some hopeful signs over the past seven years.

Grade 12 Graduates — 1980/81 to 1985/86 School Year

	Fort Smith P.W. Kaeser	Pine Point Matonabbee	Hay River Diamond Jenness	Inuvik Samuel Hearne	Iqaluit G.B.E.C.	Yellowknife Sir John Franklin	Yellowknife St. Pat's	Total
Total:								
80	22	16	19	27	9	103	17	213
81	18	11	10	29	9	101	12	190
82	23	14	14	30	11	77	11	180
83	19	8	24	21	12	84	12	180
84	15	4	20	29	14	96	10	188
85	22	11	21	26	21	84	19	204
Total Non-Native:								
80	13	15	18	17	4	95	16	178
81	13	10	8	17	5	86	12	151
82	14	11	13	17	4	65	11	135
83	7	6	20	10	5	68	11	127
84	8	4	20	10	7	68	9	126
85	12	8	16	12	11	65	19	143
Total Natives:								
80	9	1	1	10	5	8	1	35
81	5	1	2	12	4	15	0	39
82	9	3	1	13	7	12	0	45
83	12	2	4	11	7	16	1	53
84	7	0	0	19	7	28	1	62
85	10	3	5	14	10	19	0	61
Metis:								
80	3	1	0	0	0	0	0	4
81	5	1	1	5	0	3	0	15
82	7	3	0	2	0	2	0	14
83	8	2	2	2	0	1	1	16
84	4	0	0	5	0	7	0	16
85	7	1	2	2	0	5	0	17
Inuit:								
80	0	0	0	6	5	3	0	14
81	0	0	0	3	4	9	0	16
82	1	0	0	7	7	10	0	25
83	0	0	0	1	7	8	0	16
84	0	0	0	8	7	10	0	25
85	1	1	0	7	10	6	0	25
Dene:								
80	6	0	1	4	0	5	1	17
81	0	0	1	4	0	3	0	8
82	1	0	1	4	0	0	0	6
83	4	0	2	8	0	7	0	21
84	3	0	0	6	0	11	1	21
85	2	1	3	5	0	8	0	19

Notes: 1. 1st 3 years results based on total internal school examinations; last 3 years on external/internal examinations.

2. 1985/86 figures validated by Alberta Education.

It used to be that barely half of the young people who enroled in Grade Ten were still enroled by Grade Twelve. Over the past couple of years, though, that number has improved. It now averages about sixty percent. We are still not graduating nearly as many students as we need to, but students are at least staying in school longer. They may not be graduating from Grade Twelve, but about a hundred more per year are getting Grades Ten and Eleven compared to seven years ago.

Secondly, the number of native students graduating from Grade Twelve is improving, even though the total number of Grade Twelve graduates has changed very little. Since 1980, there have always been around 200 graduates a year. Last year there were 204. The difference is, sixty-one of those graduates were Dene, Inuit, or Metis. That's almost twice the number of native graduates six years ago. In fact, the number of native graduates has gradually increased every year since.

Given the numbers of native students in the N.W.T. school system, the percentage of native graduates is still low...about thirty percent. However, considering that, just six years ago, only sixteen percent of graduates were aboriginal people, it is a significant improvement.

The Department of Education hopes its combined efforts to improve attendance, to increase local control and to extend grades in N.W.T. schools, will serve to strengthen the trend of graduating more and more students.

SETTING STANDARDS

The Department of Education is using the same curriculum in all N.W.T. schools. Children are being taught the same thing, so you'd think they'd all be doing equally well in school. But indications are, they are not. This has been an especially common complaint about Grade Nine students.

Grade Nine is a turning point in the N.W.T. school system. It is the last grade of the N.W.T. curriculum. It is the last grade before high school and the beginning of the Alberta high school curriculum. For many students it is also the last grade available in their home community. They go on to Grade Ten in one of the larger, predominantly non-native centres.

Teachers and parents alike have often claimed that community Grade Nine graduates are not really at Grade Nine level. They say they are really below the level expected of them to perform well in Grade Ten, and to compete with their classmates from the bigger centres.

To try to establish just what the Grade Nine level should be, to make sure teachers across the North know how to test for that level, and to measure whether students across the N.W.T. are reaching that level, the Department of Education introduced the Middle-Years Achievement Testing Program two years ago. It's also called the Grade Nine Testing Program. It is a system of quality control-setting standards to make sure Grade Nine is Grade Nine no matter where you go to school in the N.W.T. So far there have been tests in Writing, Mathematics, Reading and Science, and a Social Studies test will be introduced this year.

It is still too soon to decide whether all our students are reaching an acceptable Grade Nine level, since the tests themselves are still being revised and rewritten. But there is one early indicator that can provide important guidance to the Department of Education. It came from last year's writing test. Seventy percent of the essays written were judged to be acceptable or better for Grade Nine. But language made all the difference. Eighty-five percent of the English-language students wrote acceptably. Only forty percent of the students who said that English was not their first language wrote acceptably.

Chances are, if language makes that much difference in the writing test, it may also make a considerable difference in native students' performance in all other subjects, since language comprehension is key to all learning.

These early results have already given the Department a clearer indication of the direction it must take to make sure N.W.T. students can achieve the desired standards. The Department must evaluate and improve language programs in primary school grades. We must also seriously evaluate the need for more English Second Language Programs in N.W.T. schools.

The Department has already taken specific action. A consultant is working with the Grade Three and Four students in Fort Franklin, Fort Simpson, and Eskimo Point to assess the language skills, and particularly the reading skills, of children who are being, or have been, taught in native languages. He is developing ways to test these skills, and he will prepare a report by the end of this school year.

We are also developing program guides for all aboriginal languages taught in Kindergarten to Grade Six and a bilingual language policy will be ready to guide all language programs by this September.

These steps are being taken because the Department recognizes that all students must reach the same degree of English language skills by the end of Grade Nine, or preferably by the end of Grade Six, no matter what their language background is when they start school.

Language development is just one area that may be improved as a result of the findings of the Grade Nine Testing Program.

ABORIGINAL LANGUAGES AND CULTURES

It has sometimes been said that the biggest single threat to aboriginal languages and cultures in the North has been the schools.

There is no denying that in the past the Department of Education has not had a long list of successes when it comes to native languages. However, the Department of Education can say that today it does have a long list of things it is doing, and has hopes of doing in the years ahead, in an honest effort to reflect the wishes of people in communities, and to give children the language skills they need. Aboriginal languages have been made a priority by the Department of Education.

There is good reason for this. First, the people of the Northwest Territories have said this is what they want. They have said that they want the languages of the native majority of the Northwest Territories recognized and protected. They said it through their MLAs, in Legislative Assembly debates on the official languages of the Northwest Territories. They said it again in the hearings held in 1985 and 1986 by the Task Force on Aboriginal Languages.

Secondly, the Department of Education is committed to aboriginal language development because we now know more about how children learn than we did years ago. We now know that if children are to do well in school in any of the subjects they are taught, they must have a good grasp of their own language first.

With the money and trained people it has available, the Department of Education is trying to provide that good base in language that children need. We are making important progress in training more native-speaking teachers. We are developing more and better native language books and other classroom materials. We are beginning to evaluate the progress of students being taught in native languages. We are improving the aboriginal and English language programs for Kindergarten to Grade Six, and we recognize the need for more English Second Language Programs.

So far, the eastern Arctic is showing the most progress in the use of aboriginal languages in school. Most Baffin schools conduct about seventy-five percent of their primary school teaching in Inuktitut. At the other end of the scale is the Fort Smith Region. Except for Fort Simpson, where Slavey immersion is taught in Grades One and Two, only about ten percent of class time in Grades Kindergarten to Three is now in native languages.

Aboriginal Language Courses
Enrolment in 1985-86
By Region and Grade

	Native Enrolment K-9	Students Enroled in Aboriginal Language Courses Taught	
		As A First Language Enrolment % of Native Students	As A Second Language Enrolment % of Native Students
NWT			
All Grades	8205	3729 (45%)	1987 (24%)
K-3	4347	2083 (48%)	1048 (24%)
4-6	2433	1051 (43%)	614 (25%)
7-9	1425	595 (42%)	325 (23%)
Baffin			
All Grades	2389	1933 (81%)	263 (11%)
K-3	1134	1027 (91%)	56 (5%)
4-6	754	541 (72%)	91 (12%)
7-9	501	365 (73%)	116 (23%)
Keewatin			
All Grades	1361	1310 (96%)	90 (7%)
K-3	731	715 (98%)	40 (5%)
4-6	424	397 (94%)	32 (8%)
7-9	206	198 (96%)	18 (9%)
Kitikmeot			
All Grades	957	119 (12%)	688 (72%)
K-3	572	109 (19%)	404 (71%)
4-6	320	10 (3%)	225 (70%)
7-9	65	0 (0%)	59 (91%)
Inuvik			
All Grades	1331	137 (10%)	452 (34%)
K-3	681	52 (8%)	311 (46%)
4-6	358	59 (16%)	84 (23%)
7-9	292	26 (9%)	57 (20%)
Fort Smith			
All Grades	1795	230 (13%)	494 (28%)
K-3	1044	180 (17%)	237 (23%)
4-6	494	44 (9%)	182 (37%)
7-9	257	6 (2%)	75 (29%)

Note:
1. The enrolment figures are based on Department of Education, October 31, 1985 enrolment, and the language information is based on the Aboriginal Language Survey published by the Department in May, 1986.

2. In some schools non-native children have been included in the aboriginal language courses, and some students have been counted as enroled in both first and second language courses.

Perhaps the biggest single obstacle to native language programs in the past has been the lack of available qualified teachers. Too often native language instructors in schools have been people with good language skills, and good intentions, but little or no knowledge of how to teach. This is changing. Language, literacy and teaching skills are all part of the N.W.T.'s two Teacher Education Programs.

In the west, thirty-two bilingual Dene teachers have graduated from this program. Thirty-eight more bilingual students are enroled this year. It is expected that these numbers will continue to increase.

In the east, forty-eight bilingual Inuit teachers have already graduated. Forty percent of all Kindergarten to Grade Three positions are filled by bilingual staff. Eventually, most new teaching positions in the east, and the west, will be filled by northern-trained teachers.

Much of this teacher training is now being done in the field, at three new Centres for Teaching and Learning. They are in Eskimo Point, Fort Franklin and Fort Simpson. At least three more Centres will be set up over the next year. Teachers are trained here, and course materials for aboriginal language and culture classes are also prepared here. Better trained teachers, and better prepared teaching materials are bound to lead to better school programs in native languages and cultures. Increasingly, through their divisional boards, it will be up to local people to decide on the language of instruction and content of language programs.

The Department of Education is also about to give credit to students who already have good native language skills. It is hoped that beginning this year, special exams for N.W.T. aboriginal languages will help high school students earn credits towards their high school diploma.

There is also progress in developing relevant northern cultural programs for high school. The Dene Nation, and the Inuit Silattuqsarvingat of Eskimo Point are developing aboriginal studies programs for their respective cultural groups. The programs will include aboriginal history, traditional skills, and today's issues. These will be credit courses for Grade Ten.

Finally, an alternative program to teach traditional land skills will be piloted in certain N.W.T. schools during the next school year based on a Land Skills Program being developed by a native Northerner.

These are the things the Department of Education is doing to support aboriginal languages and cultures through N.W.T. schools. The Department hopes that these efforts will contribute to future successes in native languages.

ALTERNATIVE PROGRAMS

What about all the young people who have not done well in the existing school system, no matter how hard the Department of Education is trying to improve it? What about all those who simply will never leave their home community to finish high school? In many communities this is more typical than the much smaller handful who actually go on to a regional high school and graduate. This is the kind of question that has lead to the development of Alternative School Programs in the N.W.T.

The Department of Education now has two increasingly popular programs intended for this group of community young people: the Community Occupational Program (COP), and the Senior Practical Program (SPP). Both programs are two years long. Both emphasize personal development and work experience. The goal is to help these students become good employees and independent people.

The COP program has grown tremendously in four years. At first only Baker Lake and Rae Edzo carried the program. Now it is available in 13 communities and 197 students are enroled this year. They spend half of their time in school, learning practical English and Math skills such as banking, catalogue shopping, using telephones and telephone books, and filling out forms.

The other half of the two year program is spent on the job. Students may rotate through various jobs around town: stocking shelves or cashing at the store, helping with clinics at the Nursing Station, helping the janitor at the school, or helping out at the community offices.

Community Occupational Program Growth

Community	**1983-84**	**1984-85**	**1985-86**	**1986-87**
Rae Edzo	+	+	+	+
Baker Lake	+	-	-	+
Cambridge Bay		+	+	+
Pangnirtung		+	+	+
Pond Inlet		+	+	+
Gjoa Haven			+	+
Sanikiluaq			+	-
Fort Simpson			+	+
Arctic Bay			+	+
Coppermine				+
Resolute Bay				+
Rankin Inlet				+
Iqaluit (Frobisher Bay)				+
Tuktoyaktuk				+
Total Communities	**2**	**4**	**8**	**13**

Note: This symbol "-" indicates the program was not delivered that year.

The Senior Practical Program (SPP) is not offered in individual communities. It is taught at regional high schools, so the students must be mature enough to live away from home in a hostel. It is also half classroom, half training, but students concentrate on one work area. In Rankin Inlet, for example, it will be Travel and Tourism.

SPP has also expanded. It began in Frobisher Bay three years ago. This year it is also available in Rankin Inlet and Inuvik.

It is still early to measure the success of COP and SPP. The fact that both programs are growing shows they are filling a need There is also some indication that students may gain enough self-confidence through the program that they actually do better in their academic subjects than they have ever done before. That gives hope that some may even be able to upgrade themselves to the point of getting their high school diploma after all. Others may catch up enough to qualify for training in a trade.

The Department of Education is working to increase the number of high school graduates, and to reduce the number of dropouts. The number of dropouts has been high until now. We hope that as more grades become available in the communities, as local people take over more responsibility for education through their LEAs and divisional boards, and as aboriginal language and cultural programs are strengthened, young people will do better in school, and will be encouraged to stay in school longer. As the number of dropouts declines there will be less need for alternative programs such as COP and SPP.

In the meantime, alternative school programs are an important attempt to equip young people with the self-confidence and self-reliance they'll need to live useful lives.

SPECIAL NEEDS

In 1982, the Special Committee on Education made several recommendations about special needs education based on the principle that all children have the right to an effective learning program.

The Special Committee said that children with special needs, whether they are handicapped or gifted, should be able to live in their own communities, go to the local school, and be part of a regular classroom. To help them reach their full potential, the Special Committee said these children should have their own specially-developed learning program, and specially-trained teachers.

Five years later the Department of Education can say that it has taken major steps towards meeting the needs of the N.W.T.'s special needs students. In 1985 the Minister of Education released Guidelines for Special Needs Education. The guidelines include an inventory of the special needs in the N.W.T.

The numbers indicate that fifteen percent of children enroled in N.W.T. schools require special needs education at one of the three levels available. Only half a percent need a special assistant on a full-time basis (about 70 students). Another two and a half percent require a special needs assistant for more than two hours each day. The other 12 percent may include some students with severe learning problems.

To help the special needs students, about 800 Individual Education Programs (IEPs) have already been set up throughout the Territory. Parents work with the school principal and the special needs teacher/assistant to develop these individual programs. They are based on the child's physical, cultural, and language needs, the child's abilities right now, and the potential for progress.

To help the Special Needs Instructors, an agreement with McGill University in Montreal is being finalized to provide courses to certify N.W.T. teachers in special needs education. Our goal is to have all the special needs teachers, assistants and regional coordinators we need within the next three years.

The special needs programs and teachers are an expensive addition to the Department of Education budget. This year about four and a half million dollars will be needed. But the Department is committed to making up for an area of education that was largely neglected in the past. It is also committed to reflecting the wishes of N.W.T. parents who made it clear to the Special Committee on Education. They want their children living at home, not in the southern institutions where they have often been living in the past, with no sense of belonging anywhere.

ADULT EDUCATION

> "You're never too old to learn, and you're never too old to go to school. Learning is a lifelong challenge."

That was the underlying theme of the Special Committee on Education report, Learning: Tradition and Change. And that's the thinking behind the improvements the Department of Education has made to the Adult Education Program.

The purpose of adult education is to help people adjust to a rapidly-changing North. One of those changes is the increasing number of people who are living in town instead of on the land. That means more people needing jobs. Many of them need to upgrade their education in order to get those jobs, and many younger adults want to start by finishing the high school diploma they didn't quite finish in school. Others, mostly older people, never had a chance to go to school for long, if at all, and they want to learn the basics...reading, writing and arithmetic.

Last September, the Adult Basic Education Program - adult Grades One to Nine - was improved and standardized across the Territories. This is one example of the Department's efforts to improve the quality and the quantity of adult education programs in all parts of the N.W.T.

Some people need help with practical things: how to write a cheque, how to manage money, the principles of good nutrition, or how to run a house in town, complete with appliances. Others need help with life skills: developing the personal strength to cope with the social changes around them; developing the self-confidence to handle a job interview, and eventually a new job. Still others need to acquire skills to qualify for trades or apprenticeship programs. But many adults do not want to leave their families and home communities to get the upgraded skills they need.

Number of Students Enroled in Community Adult Education Programs N.W.T. 1983/84 to 1985/86

Note: Education/Employment Oriented Training Programs Only. Students enroled in Arctic College extension and institutional programs are not included.

Region	Population[1]	Adult Pop.[2]	83/84	84/85	85/86
Inuvik	8,228	5,349	102	106	200
Ft. Smith	24,790	16,180	244	383	357
Kitikmeot	3,634	2,042	149	184	174
Keewatin	4,832	2,544	153	252	306
Baffin	9,528	5,048	1,382	1,393	1,533
Total:	51,012	31,163	2,030 (6.5%)[3]	2,318 (7.4%)	2,570 (8.2%)

Notes: [1] Regional Population June 1985

[2] Adult population 15-65+ and not in school full-time December 1984.

[3] % of Adults enroled in Education/Employment oriented training programs.

Adult education programs have been developed to respond to all of these needs. And, just as importantly, the Department of Education has made this range of programs available at the community level.

Adult education programs have become increasingly popular. Last year, in the Inuvik region alone, there were two hundred people enroled in education/employment programs for adults. Three years ago there were only half that many. In 1985-86 over eight percent of the total adult population of the N.W.T. was involved in community adult education/employment programs.

Attendance figures are just as revealing. In the Kitikmeot region, for example, attendance at adult education classes last year was seventy-nine percent---even higher than in some schools in the region.

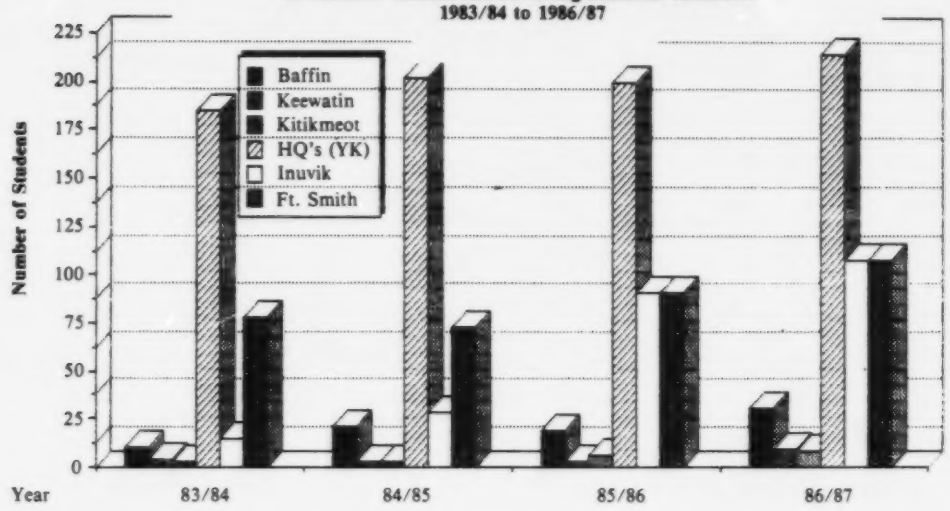
The enrolment and attendance figures are clear proof that the Department of Education has correctly identified, and is successfully responding to, community needs for education at all levels, and for all ages.

Adult Basic Upgrading will continue to be important for some years to come. But as the learning needs of adults change adult education programs will also change to provide people with relevant life-long learning opportunities.

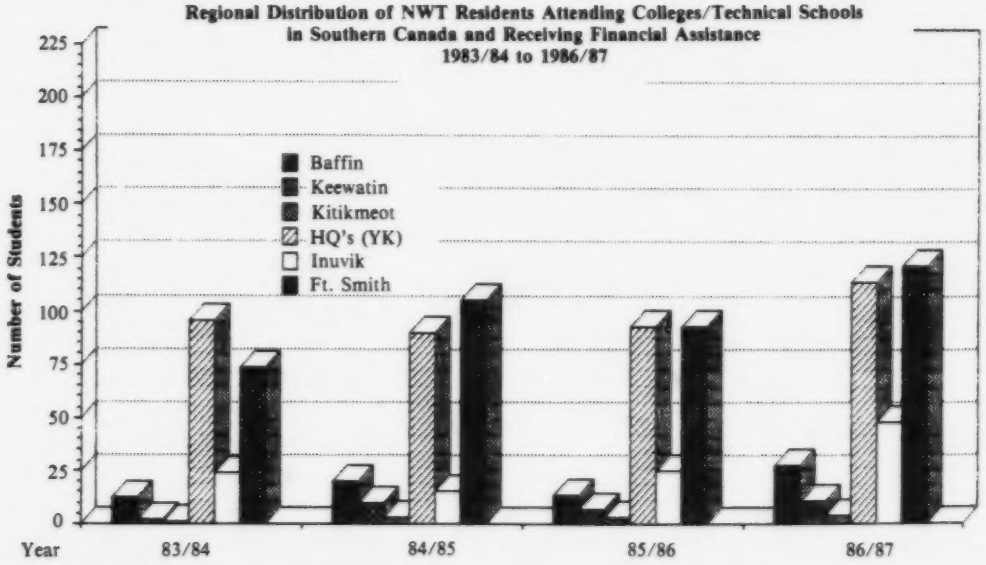
POST SECONDARY EDUCATION

Every year more Northerners are temporarily leaving the N.W.T. to study at southern colleges or universities. The N.W.T.'s financial assistance program is now set up to encourage these students to return to the North to work once they graduate. That's why the increase in numbers is so encouraging. The North can look forward to reaping the benefits of the skills these people will bring back home with them.

Regional Distribution of NWT Residents Attending Universities in Southern Canada and Receiving Financial Assistance 1983/84 to 1986/87



Regional Distribution of NWT Residents Attending Colleges/Technical Schools in Southern Canada and Receiving Financial Assistance 1983/84 to 1986/87



In the past, the percentage of N.W.T. sponsored non-native graduates from colleges and universities in the south has always been much higher than the percentage of non-native people. But now there are positive signs that more and more native people will be amongst those graduating.

This year may mark the beginning of a new trend. In 1986-87, 738 Northern students are being sponsored, compared to 587 in 1985-86, which is an increase of 26%. The major reason for this increase is the number of sponsored native students. N.W.T. native student enrolment in the south has almost doubled, from 110 last year, to 201 this year. What's more, the increase in native students enroled in post-secondary studies applies to all northern aboriginal groups.

The biggest jump in enrolment, though, is in the number of Inuit. Seventy Inuit students are enroled in southern institutions this year. That's almost two and a half times as many as the year before. The Dene and Metis student enrolment increased by 60% compared to the 1985-86 enrolment.

University and College/Technical School Enrollments by Ethnic Status N.W.T. 1983/84 to 1986/87

Ethnic Status	1983/84	1984/85	1985/86	1986/87
Dene	26	20	25	45
Inuit	28	37	28	70
Metis	45	58	57	86
Non-Native	406	458	477	537
Total:	505	573	587	738

The diplomas and degrees these N.W.T. students will bring back to the north with them will contribute towards a goal of N.W.T. self-reliance in more trades and professions. The native graduates in particular will serve as important role models for other northern students as they consider their own paths for the future.

Ideally, these early university graduates may even have an important role to play one day in the establishment of our own university here in the North!

ARCTIC COLLEGE

For years Northerners have complained that the best jobs in government and in industry have gone to people from southern Canada. Today more and more Northerners realize that the only way to change that situation is for more people here to get the qualifications they need to fill those jobs themselves.

The message came through loud and clear during the Special Committee on Education. People said, "Give us the schooling to get those jobs, but give it to us closer to home.". For the immediate and foreseeable future, Arctic College appears to be the key to opening those doors of opportunity.

It's growing appeal is reflected in its name...Arctic College... college-level training for adults, that's here in the North, preparing people for jobs here in the North, and getting closer to home with every year of the College's growth and expansion. In the past three years especially, there's been dramatic growth in all areas.

Campuses

Once there was one. Soon there'll be six. Perhaps the most significant Arctic College growth has been in the number of campuses. It's hard to believe that until just three years ago, the college system for the entire N.W.T. was run out of one community, Fort Smith. The Fort Smith Thebacha Campus may have been close enough for people in parts of the Mackenzie Valley. But for many people in other parts of the Territory it was simply too far to go. Now there are choices closer to home.

The Iqaluit Campus became official in 1985. This year the Inuvik Campus has joined the Arctic College system. The Kitikmeot Campus in Cambridge Bay is due to begin this year also, on a small scale. The Keewatin Campus in Rankin Inlet will be in full operation by the fall of next year. And, although it's not a campus complete with permanent buildings and residences, programs are also run from a Yellowknife Campus.

Programs on Campus

The closer to home you offer the program, the greater the interest in taking the program. That seems to be the trend with Arctic College. The number of students enroled in Arctic College programs in the eastern Arctic has grown since the opening of the Iqaluit Campus three years ago. In fact, it has almost doubled each year, to a total of 112 this year. Similarly, the number of programs offered on campus has increased in Iqaluit and throughout the Arctic College system. In 1983 there were 35 programs. Last year there were 40.

Arctic College
Number of Programs Delivered on Campus

Campus Program Type	1983-84	1984-85	1985-86
Thebacha			
Trades	21	22	22
Academic	8	7	7
Total	**29**	**29**	**29**
Iqaluit			
Trades	1	1	2
Academic	1	1	6
Total	**2**	**2**	**8**
Yellowknife			
Trades	0	0	0
Academic	4	4	4
Total	**4**	**4**	**4**
Total College			
Trades	22	23	24
Academic	13	12	17
Total	**35**	**35**	**41**

The variety of programs offered is also growing. Teaching, Renewable Resources, Social Work, and Business Administration are already well-established diploma or certificate programs, and so is the Community Recreation program, which has now been transferred to the Inuvik Campus.

But much of the responsibility of the new Arctic College campuses is not actually "on campus". The campuses are also responsible for delivering programs in the field to the communities. Many of these "extension programs" are not at as high an academic level as the diploma, certificate and trades programs offered on campus. But many people in the communities do not yet have enough schooling to qualify for advanced programs. These people must do upgrading of one kind or another.

The Arctic College Extension program helps them do this. It also offers short-term courses in the communities for specific skills such as learning to drive, or learning to be a telephone receptionist, or to operate a word processor.

Like the "on campus" programs, the number of extension programs has grown. In 1983 there were 46, and this year there are 62. This year there are about 480 students enroled in extension programs. That's almost a hundred more than three years ago.

Arctic College Extension Programs

Campus / Program Type	1983-84 No. Programs	1983-84 Enrolment	1984-85 No. Programs	1984-85 Enrolment	1985-86 No. Programs	1985-86 Enrolment	1986-87 No. Programs	1986-87 Enrolment
Thebacha								
Trades	27	208	54	428	18	159	16	124
Academic	19	180	31	304	29	300	27	207
Total	**46**	**388**	**85**	**732**	**47**	**459**	**43**	**331**
Iqaluit								
Trades					12	113	9	73
Academic					3	39	10	73
Total					**15**	**152**	**19**	**146**
Total College								
Trades	27	208	54	428	30	272	25	197
Academic	19	180	31	304	32	339	37	280
Total	**46**	**388**	**85**	**732**	**62**	**611**	**62**	**477**

Note: Number of programs and enrolment peaked in 1984-85 because of additional training funds associated with the Norman Wells pipeline.

Arctic College is also looking ahead to the job markets of tomorrow. New programs are being considered, and some are already being developed, to prepare people to work in the Travel Industry, Journalism, Translation and Interpretation, Marine Studies, the North Warning System, Airport Management, and the trades in the Mining and Oil and Gas Industries.

Even the apparent drop in interest in the N.W.T. Apprenticeship Program is misleading. Arctic College plays a key role in providing the theory classes while industrial employers provide the on-the-job training. In 1983, 419 apprentices were enroled with Arctic College. Last December there were 383. This corresponds with two things: a slowdown in the N.W.T. economy; and the end of the special training money available through the Norman Wells pipeline project.

NWT Apprenticeship Program

	1981	1982	1983	1984	1985	1986
Number of New Apprentices	171	104	122	128	133	101
Number of Successful Graduates	84	62	64	60	89	49
Number of Certificates Issued at the Journeyman Level to Non-Apprentices	93	88	90	86	139	150

Note:
1. The NWT Apprenticeship Program provides training to government and private business and industry sponsored trainees.

2. Graduates shown in the second row began their training 3 to 4 years prior to the year of graduation.

As the N.W.T. economy recovers, so will the number of apprentices. It is already stabilizing. Many people in communities have worked for years in a trade without being officially qualified. If they've worked enough hours they can write an exam to become a certified journeyman in their trade. Until now, few have bothered.

But fewer jobs are available today. People who got work easily before, now know that they must be more competitive. More and more of these "community-trained tradesmen" are applying to write exams and are becoming certified.

Employment

If the point of it all is to go to school so you can get a job, then the results today are encouraging.

First of all, a high percentage of students who enrol in Arctic College programs on campus are completing their studies. Last year, for example, 754 students enroled in programs on campus, and 614 completed their year. That completion rate of 81 percent has been fairly consistent over the past few years.

Arctic College
Student Enrolment and Completion of Programs on Campus

Campus / Program Type	1983-84 Enrolment	1983-84 Completion	1984-85 Enrolment	1984-85 Completion	1985-86 Enrolment	1985-86 Completion	1986-87 Enrolment	1986-87 Completion
Thebacha								
Trades	431	363	381	325	301	258	348	NA
Academic	250	201	241	144	175	141	221	NA
Total	**681**	**564**	**622**	**469**	**476**	**399**	**569**	**NA**
Iqaluit								
Trades	8	8	43	34	53	50	32	NA
Academic	20	7	19	11	80	58	80	NA
Total	**28**	**15**	**62**	**45**	**133**	**108**	**112**	**NA**
Yellowknife								
Trades	0	0	0	0	0	0	0	0
Academic	75	58	131	98	145	107	125	NA
Total	**75**	**58**	**131**	**98**	**145**	**107**	**125**	**NA**
Total college								
Trades	439	371	424	359	354	308	380	NA
Academic	345	266	391	253	400	306	426	NA
Total	**784**	**637 (82%)**	**815**	**612 (75%)**	**754**	**614 (81%)**	**806**	**NA**

Note: Enrolment peaked in 1984-85 because of additional training funds associated with the Norman Wells pipeline.

And the completion rate for native and non-native students is almost identical. The number of native students enroled at the Thebacha Campus alone (203) is greater than the number of native students enroled in universities and colleges in the south (201). More native students are taking courses at Arctic College and completing those courses. In 1985-86 there were a total of 133 students enroled in courses on the Iqaluit Campus, and 95% of these students were native. Last year the completion rate for native students at Iqaluit was 84%, and it was approximately 83% for native students at Thebacha.

Arctic College - Thebacha Campus
Native/Non-Native Enrolment by Program Type
1983-84 - 1985-86

		Native			Non-Native		
Program Type	**Year**	**Enroled**	**Completed**	**% Completion**	**Enroled**	**Completed**	**% Completion**
Academic	1983/84	182	148	81.3	68	53	77.9
	1984/85	168	87	51.8	73	57	78.1
	1985/86	117	96	82.1	58	45	77.6
Trades	1983/84	294	242	82.3	137	121	88.3
	1984/85	247	205	83.0	134	120	89.6
	1985/86	203	169	83.3	98	89	90.8

Note: In 1985/86 there were 53 students enroled in trades and 80 students enroled in academic courses at the Iqaluit Campus. Approximately 5% or 7 students of the total 133 were non-native.

Secondly, Arctic College graduates appear to be finding jobs, although these statistics are hard to get at, and the Department of Education has only been looking into this for a couple of years.

From the Iqaluit Campus, it appears that about seventy percent of graduates either found jobs or went on in school. About fifteen percent are known to be unemployed, and it is not known what the other fifteen percent are doing.

Arctic College - Iqaluit Campus
Labour Market Status of Program Graduates 1985/86

	1985/86 Graduates				
Program	**Total**	**Employed**	**Unemployed**	**Students**	**Unknown**
Diploma	76	47	19	4	6
Academic	17	6	-	5	6
Trades & Technology	140	99	6	7	28
Extension	63	22	20	4	17
Secretary Arts	35	22	2	6	5
Total	**331**	**196**	**47**	**26**	**62**
(%)		**(59.2%)**	**(14.2%)**	**(7.9%)**	**(18.7%)**

From the Thebacha Campus, about 85 percent of last year's graduates are either employed, or they went back to school. The other fifteen percent are the unemployed or the 'unknown'.

Arctic College - Thebacha Campus
Labour Market Status of Program Graduates
1983/84 - 1985/86

	1983/84 Graduates					1984/85 Graduates					1985/86 Graduates				
Program	**Total**	**Empl.[1]**	**Unempl.**	**Stud.[2]**	**Unkn.**	**Total**	**Empl.**	**Unempl.**	**Stud.**	**Unkn.**	**Total**	**Empl.**	**Unempl.**	**Stud.**	**Unkn.**
Diploma[3]	9	8	-	1	-	26	26	-	-	-	31	28	-	3	-
Academic	N/A	N/A	N/A	N/A	N/A	25	-	-	18	7	27	2	-	23	2
Trades & Technology[4]	N/A	N/A	N/A	N/A	N/A	32	16	2	7	7	35	23	4	4	4
Heavy Equip.	40	N/A	N/A	N/A	N/A	33	N/A	N/A	N/A	N/A	38	25	9	-	4
Extension	N/A	N/A	N/A	N/A	N/A	44	34	5	4	-	73	50	11	7	5
Secretary Arts	13	12	-	-	1	10	10	-	-	-	18	15	-	2	1
Total											**222**	**143**	**24**	**39**	**16**
(%)												**(64%)**	**(11%)**	**(18%)**	**(7%)**

Notes: The following abbreviations are used:
Empl. - Employed; Unempl. - Unemployed; Stud. - Students; Unkn. - Unknown; N/A - Data not available

[1] Employed includes seasonal, part-time and casual workers

[2] Students are persons continuing their studies either in the north or at an institution in southern Canada

[3] Diploma Programs include: Social Services Program, Public and Business Administration, and Renewable Resource Technology

[4] Trades and Technology Programs include: Electronics, Introductory Mechanics, Pre-employment Welding, and Pre-employment Cooking

Future College Growth

More courses available in communities, more courses available on more campuses, and more courses being prepared for the future: these are all part of the broad plan of the Arctic College. It is a plan to prepare Northerners for what appears to be the inevitable...continuing and sometimes rapid change.

The goal of the Arctic College, as part of the overall goal of the Department of Education, is to help Northerners prepare, so that instead of being overwhelmed by change, they will be able to take advantage of any opportunities change may bring, and direct the future of the N.W.T.